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ABSTRACT

This paper was prepared in response to a need for a rational basis upon which to analyse and appraise existing and proposed organizational structures for advanced education in Alberta, Canada. The Rationale for Organization developed in Chapter 1 is based on a humanistic philosophy that views man as free and capable of infinite perfectability through experience and education. Chapter 2 is devoted to applications of the Rationale for Organization to existing and proposed organizational structures for advanced education. Chapter 3 presents and analyzes 6 alternative structures for organization. The final chapter presents a recommended alternative for coordination and governance of the advanced education system. The recommended model includes a system coordinating structure consisting of an educational policies commission having an executive arm in the form of a department of advanced education. Institutional governance is provided through boards of governors for each institution. The model also provides for a judiciary function to be performed by both the policy commission and by an external agency, and for an advisory function to be performed by the professional staff of the department and by an Academic Advisory Committee. (Author/HS)

MASTER PLANNING MONOGRAPH 5

Alternative Futures

A Rationale For Organization and its Application to Existing and Proposed Structures for Advanced Education in Alberta

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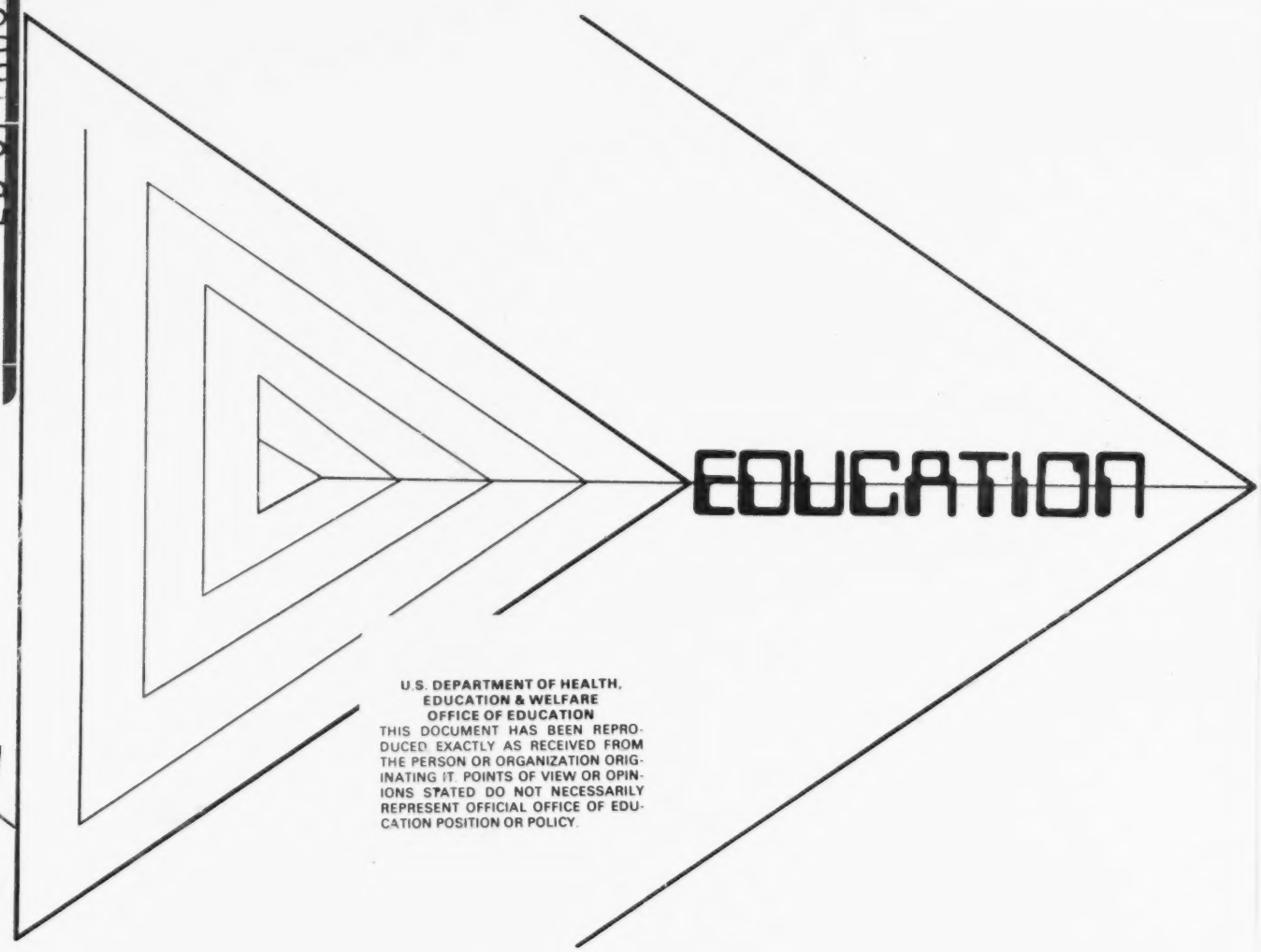

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October 1971

Alberta Colleges Commission

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MASTER PLANNING MONOGRAPH #5

ALTERNATIVE FUTURES

A RATIONALE FOR ORGANIZATION AND ITS APPLICATION TO EXISTING AND PROPOSED STRUCTURES FOR ADVANCED EDUCATION IN ALBERTA

Prepared by

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Director of Planning and Research

ALBERTA COLLEGES COMMISSION

October, 1971

FOREWORD

During the past two years in Alberta there has been extensive discussion about the appropriateness of current structures for governance in post secondary education. In addition a number of proposals for change have been published. Each of these has been based on some more or less well developed but not necessarily common statement of principles. For this reason, while responses to proposals have been positive regarding some aspects and negative regarding others, it has been difficult to assess the relative merits of different proposals or for that matter to agree or disagree with proposal evaluators.

In this paper Mr. Bosetti does a number of things for us which others have failed to do. He presents a statement of philosophy, goals and principles and, using this as his base, he evaluates the proposals of others, presents and evaluates additional alternatives, and recommends an alternative which is consistent with his criteria for our consideration. It is to be noted that this is the first paper which has proposed as the recommended alternative a structure of which the executive arm is entirely within a department of Government.

If there are structural changes in addition to the recent establishment of a Department of Advanced Education forthcoming in the near future, it seems most desirable that all parties which may be affected by such changes continue their study of alternatives.

Mr. Bosetti's paper presents an excellent foundation for further discussion and study.

H. Kolesar, Chairman,
Alberta Colleges Commission.

December, 1971.

SUMMARY

This paper was prepared in response to a need for a rational basis upon which to analyse and appraise existing and proposed organizational structures for advanced education.

The Rationale for Organization developed in Chapter 1 of this paper was premised on a humanistic philosophy which views man as free and capable of infinite perfectability through experience and education. Education was viewed as one of the means by which man may elect to develop his potential as a member of society and therefore as a means for societal self-renewal. Assuming acceptance of this philosophy and goal, the rationale articulated four organizational principles as bases for developing the structure and functions of an educational organization.

In essence the four principles for organization suggest that any organization for post-secondary education should encourage the development of relatively independent institutions. These institutions would be coordinated on a system-wide basis and would be required to function within the broad parameters of coordinating policies. The principles also required the separation of coordinating and governing functions in order that institutions could remain flexible and adaptable to new and emerging community, and societal needs. Coordinating functions would be performed at the system level while governing functions would be performed at the institutional level of the organization.

Lay participation at both the coordinating and governing levels

of organization was viewed as imperative if the organization was to be structured in keeping with a humanistic philosophy and with a turbulent and rapidly changing environment.

Chapter 2 was devoted to applications of the Rationale for Organization to existing and proposed organizational structures for advanced education.

The analysis of existing structures revealed considerable inconsistency with the Rationale particularly since existing structures fail to make adequate provision for system-wide coordination and for placing all educational services under the jurisdiction of a single educational agency. Inconsistency was also found between the department structure and the adopted philosophic position which requires that the products of the educational enterprise be given a direct voice in its operation. The commission structure currently used to coordinate and govern colleges and universities was found to be generally consistent with the rationale.

Analysis of both the Theimann Proposal and the Post-Secondary Task Force Proposal indicated consistency with the rationale. However, both proposals suggested a voluntary committee to serve as an overall coordinating agency. While the provision of this structure for coordination registered consistency with the rationale, there may be some doubt as to the effectiveness of a voluntary coordinating agency which does not have authority over the total system.

Chapter 3 presented and analysed six alternative structures for organization. These were presented as vehicles for exploring preferences

and for identifying implications which might otherwise be overlooked in organization. Three of the alternatives were found to be consistent with the rationale.

The final Chapter of this paper presented a recommended alternative for coordination and governance of the advanced education system. The recommended model, entitled "A Coordinating Policy Commission with Institutional Governing Boards," includes a system coordinating structure consisting of an educational policies commission having an executive arm in the form of a department of advanced education. Institutional governance is provided through boards of governors for each institution. The model also provides for a judiciary function to be performed by both the policy commission and by an external agency, and for an advisory function to be performed by the professional staff of the department and by an Academic Advisory Committee.

Planning is viewed as a major commission function and has been placed within the policy-decision making body to ensure that planning and policy decisions are closely interrelated.

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Chapter 1

ORGANIZATION THEORY

THE TRADITIONAL SCHOOLS OF ORGANIZATION

Throughout history man has created organizations as one of the means by which he achieved objectives which as an individual he could not accomplish alone. The first attempts to develop a theory describing organizations began with Max Weber's studies and his explication of the concept of bureaucracy.

A. The Classical School

From Weber's work there emerged what is today known as the classical theory of organization. This theory describes organizational reality be dealing with elements of the formal structure of organizations. The classical theory views *specialization* as a basic element which in turn necessitates *coordination* within the organization. To achieve the necessary coordination of specialized functions, three additional elements are considered in this theory: the *scalar and functional* processes trace the vertical and horizontal growth of the organization on the basis of the unity of command principles; the *structure* of the organization describes the line and staff functions of the organization; and, the *span of control* element describes the number of subordinates which can effectively be supervised by an executive.

The classical theory of organization was subjected to increasing

criticism as a result of findings in the behavioral sciences. Although the classical theory provided an acceptable description of the formal structure of organizations, it neglected the human interrelationships, attitudes, and behaviors which influenced the actual functioning of organizations.

B. The Neo-Classical School

The neo-classical view of organization emerged as a direct result of findings in the behavioral sciences to show *how* the *informal* organization determined the function of the *formal* organization as it was considered by the classical theory. Motivations and systems theory received major emphasis in neo-classical theories. However, systems theory did not find ready acceptance until recently with the growth of the modern school of organization.

C. The Modern School

The modern approach to organization theory takes a system view which extends from a mathematical concentration on analytical solutions through to industrial dynamics involving simulation techniques and feedback dynamics. At present the systems analysis approach applied to developing organization theory is incomplete and very often so buried in abstruse mathematical content that it defies application to any real organization. (Forrester, 1969:7).

Apart from a number of simulation models which attempt to view organization as a system, much of the current methodology for organizational analysis concentrates on specific aspects of organizations,

seemingly in hopes that if a sufficent number of these aspects are examined, a system view will emerge.

MODERN ORGANIZATIONS

Modern organizations exhibit a number of characteristics which tend to defy organizational analysis on the basis of any specific model. However, without pursuing organizational analysis through the avenues provided in abstract systems logic and mathematical constructs of industrial dynamics, one can readily identify two highly interrelated aspects of organizations--the *structure* of the organization and its behavior or *functions*.

Structure and function are practically inseparable in ongoing organizations since structure determines the parameters for functions and desired functions in turn are the basis for adjusting structure. It is this dynamic quality of organizations which creates the greatest problems in analysis; at the same time, it is this dynamic quality which characterizes more than ever before the modern organization.

The statically permanent traditional organization with its line-staff relationships and stable functions has been replaced with a frequently reorganizing modern organization which accommodates to changing organizational environments.

The dynamic and volatile nature of the environments within which modern organizations function has necessitated that planning for reorganization become one of the major activities of corporate management. The result has been that many business and industrial firms have created

departments responsible for organizational planning. These departments pursue the following as major objectives: (Gluech, 1969:27).

1. Ensuring the efficient use of human and other resources.
2. Assisting the firm in adapting to internal and external changes so that the firm is organized to achieve current goals.
3. Preventing excessive or poorly planned organizational change.
4. Managing internal conflicts so that a minimal amount of resources is expended on internal contest behavior.

It is interesting to note that a recent study quoted by Glueck (1969:26) estimates that large firms undergo major reorganizations at least once every two years. This phenomenon demonstrates the resilience and adaptability which characterizes organizations in the modern business and industrial sector of the economy.

GOVERNMENT ORGANIZATION FOR EDUCATION

Government departments of education supplying services in the public sector of the economy exhibit characteristics similar to modern organizations. However, reorganization has been less evident in government organizations than in private industry. The type of reorganization which occurred was generally of the evolutionary and adjustment rather than reorganization type and does not appear to have been planned in terms of specific goal achievement.

The present structure of the Alberta Department of Education, for example, evolved from the original system for public education which was adapted from ordinances applied to the Northwest Territories and from structures then in use in Ontario and Quebec. The evolutionary process

saw gradual structural changes in response to various socio-political pressures.

However, within recent years, these changes have occurred somewhat more rapidly. The decade of the sixties, for example, saw a shift from a departmental to a commission form of governing-coordinating structure for universities and colleges. The seventies show promise of even more rapid and significant change with a move toward local autonomy increasingly evident in provisions for public education. Local appointment of school superintendents, general rather than specific-purpose financial support, and a regional rather than provincial focus for providing support services may be viewed as decentralizing directions being taken for the present decade.

One may question at this point whether the social, economic, and political environment in which government departments operate is significantly different from the environment in which business and industrial firms operate. If the education department's environment is undergoing as rapid and significant a change, then it seems imperative that the structure of this department be subjected to continuous analysis in order that its functions and behaviors are meeting the new and emerging needs dictated by the environment.

This is not to say that the patterns of organization adopted by business and industry are entirely applicable to the department of education. Indeed, although there are identifiable common elements in both private and public organizations, these are not necessarily congruent. Perhaps the most significant difference resides in the fact that the public

service sector does not usually have an objectively measurable product output. This characteristic may require specialized structures to elicit the kind of feedback for public services that is built into the sales-profit aspect of private industry.

While there can be little dispute with a statement that government departments must undergo continuous analysis so that their structures and functions reflect new and emerging societal needs, there is little consensus as to how this can be done most effectively.

PLANNING FOR REORGANIZATION

In the private sector, two approaches to planning are identifiable. The *organization planning* approach tends to focus on the external structure and formal organization as means for influencing the functions of the organization and the manner in which these functions are performed. (Gleuck, 1969:34). This approach suggests that the external structure of an organization sets the parameters or zones of tolerance for its functions.

The *organizational development* approach tends to focus first of all upon the informal organization and seeks to change behaviors and functions of members of the organization before changing the external or formal structures. (Gleuck, 1969:33). This approach seems to suggest that the informal organization may have an overbearing effect and reduce if not nullify the effects of any predetermined change in formal structure.

The exclusive application of either approach runs the risk of severe and perhaps justifiable criticism. Suffice it to say that planning for the reorganization of an education department can probably best be

accomplished using a combination of the two approaches described.

There seems to be considerable merit in planning for changes in the external structure of an organization by examining first of all the basic philosophic position or range of positions socially and politically acceptable with regard to the nature of man and to the degree of power and authority which must be retained at the centralized or government level.

If at one extreme man is viewed as weak, corrupt, and invariable, the type of organizational structure adopted will preserve the ". . . sovereignty of management by eliminating the causes of . . . discontent." (Scott, 1969:155). However, even if at the other extreme, man is viewed as good and capable of infinite perfectability, the same type of structure may be adopted. The whole range of views of man between these extremes has been held without serious conflict as to the necessity for supporting the preeminance of management as sovereign power (Scott, 1969:156-160).

Indeed, until the last few decades, the management dominance held sway over most private and public organizations. However, since the early 1930's, an entirely different point of view has been gaining prominence.

The new point of view, sometimes known as *industrial humanism*, grew from democratic theory which perceives man as being free to expand his rational powers and to perfect himself. As man strives for and reaches greater perfectability through experience and education, his desire for self-determination increases to the point where he views the hierarchical dominance of the traditional organization as intolerable.

If the humanist point of view continues to be acceptable, the

redistribution of power and authority becomes inevitable. Applied to government departments or agencies, this point of view will necessitate the adoption of external and internal organizational structures which will permit a larger measure of self-determination among institutions, for the individuals within them, and for those served by them.

The type of organizational environment which the humanist perceives as reality reflects the philosophic position that man is capable of infinite perfectability and that he is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.

Applied to educational organizations, this philosophic position suggests that organizational power be dispersed throughout the organization so that people have a substantial influence on organizational affairs. This does not suggest that control of the organization need be dispersed. It does suggest, however, that organizational goals must be specified and be acceptable to those within and outside the organization. Once goals are specified and accepted, control of the organization may be vested at a management level and still be acceptable.

Thus, if it can be agreed that the educational environment is dynamic and volatile and that educational organizations must consciously adapt to new and emerging needs, then planning for reorganization becomes an organizational imperative. If it can also be agreed that man is mutuable and capable of perfectability, reorganization must be based on the understanding that ". . . a redistribution of organizational power from the administrative core to the popular sovereignty" is becoming increasingly necessary. (Scott, 1969:160).

A RATIONALE FOR ORGANIZATION OF ADVANCED EDUCATION

The foregoing discussion centered on some of the issues and approaches which might be considered or adopted in planning for reorganization. The following discussion develops a specific methodology for planning new structures and functions for Advanced Education as well as for examining and appraising existing or proposed structures.

The planning methodology being proposed is based upon three issues: philosophy, goals, and organizational principles.

A. Philosophy

In order to develop an acceptable external or internal organizational structure, it is necessary to assume a philosophical position relative to the nature of man. This provides the planner with a zone of tolerance within which proposals must be contained.

The basic philosophic position being proposed is that:

> *Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.*

Adoption of this philosophic postion implies accepting in principle the necessity for lay participation in institutional governance. If man is indeed capable of perfectability, and if the educational enterprise is designed to provide such experiences as are required for him to develop his potential, it follows that the products of the educational enterprise should have a direct voice in its operation.

B. Goals

An *a priori* statement of goals is essential if an organization is to be purposefully structured to achieve specified goals. If, for example, the organization's goal is to provide educational experiences by which each individual in society may elect to develop his potential as a member of society, it may be necessary to develop an external system structure which will foster institutional flexibility and adaptability to community and individual needs. If, on the other hand, the organization's goal is to provide all clients with a basic prescribed level of education, then the external system structure will tend to foster a monolithic system in which a *standard* set of educational experiences is provided.

The general educational goal being proposed is that:

> *The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.*

Adoption of this proposed goal does not imply that the development of individual potential should occur at the expense of the improvement of society. Since the goal is stated in terms whereby the educational system will develop the individual's potential as a *member* of society, it seems reasonable to assume that pursuit of this goal makes adequate provision for societal self-renewal--not self-renewal in visionary terms of an ultimately ideal society, but self-renewal in terms of what society and its members perceive to be desirable at any future point in time.

C. Organizational Principles

If the foregoing philosophy and goal are generally acceptable, several principles may be extrapolated as guides for system organization.

First Principle. If man is perceived as being free and capable of perfectability, it follows that he requires a strong element of choice as to how and in what direction he may choose to perfect himself, and that the organization providing him with educational experiences must quickly accommodate to his interests and needs. In view of the existing pluralism in society, it is questionable if a tightly structured monolithic system is desirable or acceptable.

If one further accepts the view that society is undergoing increasingly rapid change and that transience is a fact of life, if it is accepted that knowledge is expanding at an exponential rate and that human values are shifting (Toffler, 1970), the need for adaptability at the institutional level becomes imperative. It would appear most desirable to adopt an organizational structure which permits rapid adaptation of educational programs and services to new and emerging needs so that the time lag between institutional change and emerging needs is shortened as much as possible.

Acceptance of the above leads to the principle that:

Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.

Second Principle. If the goal of education is to provide experiences which fulfill man's needs for self-improvement and perfectability, it follows that there will be a synergetic effect upon the system as demands for educational opportunities increase. The likely result will be an increase in number and diversity of institutions coupled with considerable duplication of services and competition between institutions. Although duplication can never be avoided in total, and although some degree of competition is desirable, there is a growing public demand for efficiency and accountability in the education sector.

Acceptance of the above leads to the principle that:

Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.

Third Principle. The need for system planning and coordination coupled with public demands for efficiency and effectiveness could well lead to structuring a tightly-knit monolithic system which may be inconsistent with the professed philosophy and goals for the organization. However, the coordination and control which are necessary for orderly growth, efficiency, and effectiveness do not preclude a monolithic system. Indeed, if the functions of the organization are examined and clearly specified, it may be possible to structure an efficient and effective system without unnecessary intrusion upon institutional independence. The following principle with respect to the functions of the organization is therefore proposed:

Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.

Adoption of the foregoing principle necessitates that organizational functions be closely examined particularly with respect to whether or not the structure will result in a governing or coordinating organization, and with respect to the *degree* to which functions are performed at the centralized system level as opposed to being performed at the institutional level.

Fourth Principle. An examination of the existing organization for post-secondary education in the province (see Figure 1, page 17) reveals that seven government departments are involved in providing educational services.

In addition to creating problems in coordination, this situation has resulted in the growth of a number of special-purpose institutions and with responsibility for the delivery of certain educational services being assigned to agencies whose primary purpose is not education.

If it is agreed that coordination is necessary and that government should assume responsibility for coordination, adoption of the following principle is proposed:

> *Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.*

Adherance to this principle does not mean that single-purpose institutions are not desirable or that all advanced education must be institutionalized. It does mean, however, that a single government department or agency should assume responsibility for all advanced education.

CHAPTER 1 SUMMARY

The foregoing chapter was devoted to a review of organization theory and to the development of a *rationale* for analysis of existing and proposed organizations for education.

The review of theory and organizational environments concluded with reference to a growing humanistic-democratic ethos which may require redistribution of power from management to individuals within and served by organizations.

The rationale was premised on a humanistic philosophy which views man as free and capable of infinite perfectability through experience and education. Education was viewed as one of the means by which man may elect to develop his potential as a member of society and therefore as a means for societal self-renewal. Assuming acceptance of this philosophy and goal, the rationale articulated four organizational principles as bases for developing the structure and functions of an educational organization.

In essence the four principles for organization suggest that any organization for post-secondary education should encourage the development of relatively independent institutions. These institutions would be coordinated on a system-wide basis and would be required to function within the broad parameters of coordinating policies. The principles also required the separation of coordinating and governing functions in order that institutions could remain flexible and adaptable to new and emerging community and societal needs. Coordinating functions would be performed

at the system level while governing functions would be performed at the institutional level of the organization.

Lay participation at both the coordinating and governing levels of organization was viewed as imperative if the organization was to be structured in keeping with a humanistic philosophy and with a turbulent and rapidly changing environment.

Chapter 2

APPLIED ANALYSES

AN ANALYSIS OF EXISTING STRUCTURES FOR POST-SECONDARY EDUCATION

Chapter 1 of this paper developed a statement of philosophy and goal and then extrapolated four principles for the organization of Advanced Education in the Province of Alberta. The statements of philosophy, goal, and principles may be viewed as providing a rational basis for examining existing and proposed structures for post-secondary education. This chapter will apply the Rationale for Organization in analysis of Existing Structures, The Theimann Proposal, and the Post-Secondary Task Force Proposal for the organization of Advanced Education.

A. Existing Structures for Post-Secondary Education in Alberta Prior to September, 1971

Analysis of Figure 1 on page 17 reveals the existence of at least seven government departments having responsibility and legislated authority for providing post-secondary educational services. In addition to these government departments, two commissions, sometimes referred to as crown corporations, have legislated responsibility for post-secondary educational systems.

Governance at the system level differs little where government departments have jurisdiction. The practice has been to establish a branch or division to coordinate and govern the education component of the

RESPONSIBILITIES FOR ADVANCED EDUCATION IN ALBERTA
PRIOR TO SEPTEMBER, 1971

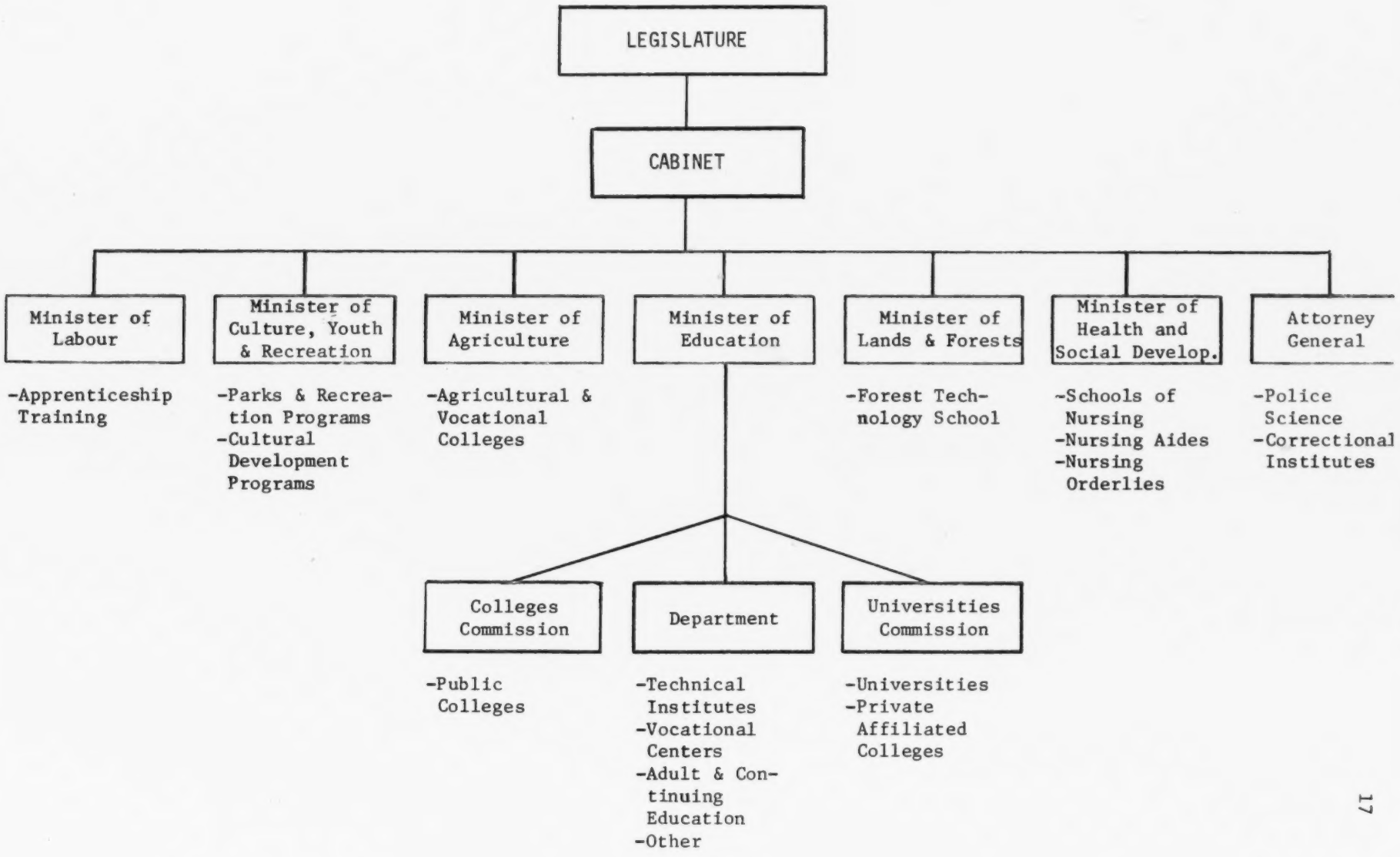


FIGURE I

department's activities. This branch normally is responsible to the deputy minister and subsequently to the minister of the department.

The Department of Education, at the system level, has introduced a relatively decentralized structure for governance. While retaining the bulk of post-secondary non-university programs under a department type of structure, this department created two commissions, the Universities Commission and the Colleges Commission, to assume responsibility for post-secondary educational systems.

The Alberta Universities Commission was formed in 1966 with the proclamation of Section 3 of *The Universities Act* to serve as the coordinating organization for the university system. In addition to serving as an intermediary between government and the universities and between universities, the Commission's main concerns are with the distribution of revenues, collection of information essential for planning, and coordination of the system in order to avoid unnecessary duplication of services.

The Alberta Colleges Commission was formed in 1969 with the proclamation of *The Colleges Act* to serve as the coordinating organization for the post-secondary non-university system. This Commission serves in a role parallel to that of the Universities Commission. However, the coordination of the total post-secondary non-university system is largely the responsibility of Cabinet since the Colleges Commission has jurisdiction over only the six public colleges in the province. The technical institutes and vocational centers have been retained in the department of education and are outside of the formal jurisdiction of the Colleges

Commission. Similarly, the agricultural and vocational colleges, apprenticeship training, forest technology, and a number of similar services were retained under the jurisdiction of other government departments.

Governance at the institutional level is provided either directly by the department responsible as in the case of the institutes of technology and agricultural and vocational colleges all of which have no governing boards and are staffed by employees of the department, or by appointed boards of governors as is the case in the four universities and six public colleges.

The most significant distinction between the department type of structure and the commission type of structure resides in the fact that the department structure fulfills both the *coordinating* and *governing* function. The commission type of structure fulfills a *coordinating* function at the system or commission level and delegates the *governing* function to institutional boards of governors.

Involvement of the lay community, professional staff and student clients varies with the type of structure. The university system with a commission structure provides for involvement through boards of governors, a general faculties council, deans' councils, faculty councils, school councils, and students' unions. The college system similarly provides for involvement through boards of governors, academic councils, students' councils, and advisory committees. Institutions operating under a department structure provide similar avenues for involvement with the major exception that the lay community is not involved in institutional governance through representation on governing boards.

B. Analysis in Terms of Centralization-Decentralization

The initial analysis and appraisal of organizational structures may be simplified by locating proposals on a continuum in which control of the educational organization ranges from complete client control based on consumer demand to complete government coordination and governance of the total system, subsystem, and institutions.

Figure 2 on page 21 provides a matrix of the Organizational Structure Continuum showing the system and institutional level structures for the total education system.

An analysis of existing structures on this decentralized-centralized continuum reveals that the commission form of coordination and governance as has been adopted for the university system and the college system provides for a larger degree of decentralization than does or would a department type of structure. It should be noted, however, that within the structural parameters of each form of governance, considerable variation may exist. It is conceivable for example that legislative provisions may be such that a department of education structure with elected boards may be no more centralized than an appointed commission structure with appointed boards of governors. Nevertheless, considering that structure provides a zone of tolerance within which functions are performed, the commission-board structure can permit decentralization to a greater degree than can a department-board type of structure.

Figure 2

Alberta Education to September, 1971

++++ *Department Structure*

oooo *Commission Structure*

---- *Private Institution Structure*

DECENTRALIZED ← ORGANIZATIONAL STRUCTURE CONTINUUM → CENTRALIZED

Structure Continuum / Level of Education	Complete client control based on consumer demand	Public governance of institutions. No coordination or governance of sub-systems or system	Public governance and coordination of system, sub-systems and institutions	Government co-ordination and governance of system and sub-systems. Public governance of institutions	Government co-ordination and governance of system and sub-systems. Public/ Govt. governance of institutions	Government co-ordination and governance of system and sub-system. Public governance of institutions.	Government co-ordination and governance of system and sub-system. Public/ Govt. governance of institutions	Government co-ordination and governance of total system, sub-system and institutions
K - 12	Private Suppliers No Legislated Boards	No Government Control Elected Boards for Institutions	Elected Commission Elected Boards for Institutions	Appointed Commission Elected Boards	Appointed Commission Appointed Boards	Department of Education Elected Boards	Department of Education Appointed Boards	Department of Education No Boards
POST-SECONDARY NON-UNIVERSITY	Private Suppliers No Legislated Boards	No Government Control Elected Boards for Institutions	Elected Commission Elected Boards for Institutions	Appointed Commission Elected Boards	Appointed Commission Appointed Boards	Department of Education Elected Boards	Department of Education Appointed Boards	Department of Education No Boards
UNIVERSITY	Private Suppliers No Legislated Boards	No Government Control Elected Boards for Institutions	Elected Commission Elected Boards for Institutions	Appointed Commission Elected Boards	Appointed Commission Appointed Boards	Department of Education Elected Boards	Department of Education Appointed Boards	Department of Education No Boards

C. Analysis in Terms of Philosophy and Goals

Philosophic Position:

Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.

Goal Statement:

The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.

The element of decentralization introduced into the Department of Education through the formation of the Universities Commission in 1966 and the Colleges Commission in 1969 permits a significant measure of self-determination for the public served by the universities and colleges. Since the Commissions by legislation are expected to adopt a predominantly *coordinating* function, they tend to center their activities upon broad system policy decisions, resource allocations, and long-range planning. The operational governance functions of each member institution are performed by lay boards of governors who operate institutions according to policies established by the commissions. This is in keeping with the above-stated philosophy and goal.

Further evidence of consistency between the commission type of structure and the above-stated philosophic position and educational goal may reside in the fact of lay participation in control of both the sub-system and institutions. In addition to ensuring institutional autonomy and academic freedom for staff and clients, public involvement in institutional governance serves as a check and balance to government bureaucracies. "They [the public] stand above the government, between the bureaucracy and

the institutions, and in the end, full circle, they are served by the institution." (Theimann, 1971:52).

The department type of structure which has been retained for governance of the technical institutes and vocational centers tends to be less adaptable to lay involvement in system and institutional governance. The practice has been to develop a single hierarchical structure which controls all member institutions and performs both coordinating and governing functions. The tendency in using this type of structure is to develop very similar institutions which provide a standard set of educational experiences rather than unique institutions created and maintained to fulfill community needs. In effect, the department type of structure appears to be more in keeping with the goal of providing all clients with standard sets of educational experiences than it is with the above-stated goal.

However, in considering an ongoing organization, there is generally considerable evidence of goal displacement in the actual operations of institutions. While coordinating and/or governing agencies may permit institutional flexibility and adaptability to client needs, there is a tendency for established institutions to expend resources in institutional maintenance and to resist changes which may be perceived as threatening by the members of the system or institution. While the system may subscribe to the goal of providing educational experiences by which each individual may develop his potential, the actual operations of institutions may replace this relatively intangible goal with goals that are easier to live with and achieve. This results in a situation in which institutions develop sets of

standard, time-proven educational experiences which have easily tested and quantifiable outputs. (Hartley, 1971).

D. Analysis in Terms of Organizational Principles

Principle 1. *The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.*

An examination of the existing structures for post-secondary education reveals that the commission form of governance provides a structure which fosters the development of relatively independent institutions. The department form of governance tends to lack the balance of lay involvement in institutional governance and may create a monolithic system of stereotyped institutions. Power and authority here are retained at the system management level of the hierarchy and only token delegation of power and authority occurs through the use of advisory committees.

Principle 2. *The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.*

The existing structure for post-secondary education lacks provision for adequate coordination. Although Cabinet agreed in principle to a coordinating role for the Colleges Commission in its statement that "Institutes of Technology and Agricultural and Vocational Colleges will be coordinated with the College System as a whole in keeping with the recommendations of the Provincial Colleges Commission and the Ministers responsible for their administration" (Government of Alberta, 1969), it failed to take the necessary actions under sections 19 and 20 of *The*

Colleges Act to provide the Colleges Commission with the authority essential for coordination. The result is that the overall coordination of the system is largely the responsibility of Cabinet who may not have full access to the information necessary for a total view of existing and emerging educational needs, existing services and facilities, and financial support being provided.

Principle 3. *The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.*

Analysis in terms of this principle suggests that the commission form of governance which utilizes lay boards of governors to determine operational policies for institutions, intra-institutional resource allocations, and to assume the general administration of the institution may be more consistent with this principle than is the department form of governance. The legislative provisions outlining the functions of commissions clearly specify a broad over-all system set of coordinating functions as opposed to operational governance functions of institutions. The department type of structure retains both coordinating and institutional governing functions at the system management level of operation.

Principle 4. *The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.*

An analysis of the existing proliferation of authority and responsibility for post-secondary education as outlined in Figure 1, page 17, suggests that the existing organization is not consistent with this principle.

E. A Summary Analysis

In order to summarize the foregoing analysis, a consistency continuum chart is presented in Figure 3, page 27. This chart locates the existing structure in appropriate cells of the continuum to indicate the degree to which the present structure is consistent with the philosophy, goal, and organizational principles developed in Chapter 1 of this paper as a rationale for organization.

On the basis of this analysis, it may be concluded that the department type of coordinating-governing organizational structure as it is currently applied to the technical institutes, agricultural and vocational colleges and other similarly-governed institutions is relatively inconsistent with the rationale. The commission type of coordinating structure is similarly inconsistent with two of the organizational principles. However, the commission structure appears to be completely consistent with the adopted philosophy and goal and with the two organizational principles relating to institutional independence.

AN ANALYSIS OF THE THEIMANN PROPOSAL FOR GOVERNANCE OF ALBERTA POST-SECONDARY EDUCATION

The Planning Branch of the Alberta Colleges Commission requested Dr. Theimann to prepare a position paper outlining some alternative patterns of governance for the Alberta post-secondary educational system. The position paper, published in May, 1971 as *Master Planning Monograph #2*, forms an integral part of the Commission's master planning project.

Figure 3: Analysis of the Existing Structure for Post-Secondary Education in Terms of Philosophy, Goal, and Organizational Principles

RATIONALE FOR ORGANIZATION	◄ - - - - - - - - - CONSISTENCY CONTINUUM - - - - - - - - - ►				
	Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.	Commission Structure		Department Structure		
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.	Commission Structure	Department Structure			
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.	Commission Structure			Department Structure	
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.				Commission Structure Department Structure	
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.	Commission Structure			Department Structure	
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.					Commission Structure Department Structure

A. The Theimann Position Paper

The paper reviews various patterns of organization currently in use in the United States and identifies a trend toward separation of *coordinating* and *governing* functions. The trend in the United States is towards state coordinating boards and institutional governing boards.

The paper also reviews in a general way the strengths and weaknesses of coordinating boards, coordinating-governing boards, and superboards before examining the following as alternative patterns of governance for the Alberta post-secondary system.

1. The Superboard Structure. This alternative combines both *coordination and governance* in a single board. Since governance is assigned to this board, institutional boards of governors are redundant in this type of structure. (Theimann, 1971:35).

2. The Single Coordinating Board Structure. This alternative separates coordination and governance by providing for a single *coordinating* board and three *governing* boards, i.e. a university governing board, a college governing board, and an agricultural-vocational-technical college governing board. (Theimann, 1971:40).

3. The Dual Coordinating Commission Structure. This alternative places all post-secondary education under the jurisdiction of two commissions, a Non-Degree Colleges Commission and a Degree Universities Commission. Both commissions are assigned *coordinating* functions while *governing* functions are assigned to institutional boards of governors. (Theimann, 1971:42).

4. The Single Coordinating Board with Institutional Boards of Governors. This alternative provides for a single *coordinating* commission for all post-secondary education and boards of governors to perform the *governing* functions for each member institution. (Theimann, 1971:44).

Each of the above alternatives is rejected on one or more grounds either because it does not separate coordination and governance, or because it does not provide for lay involvement in governance of the system and its member institutions, or because it does not provide for effective system-wide coordination.

B. The Theimann Proposal

Theimann then presents a recommendation for the organization of education in the Province of Alberta. The recommended model suggests:

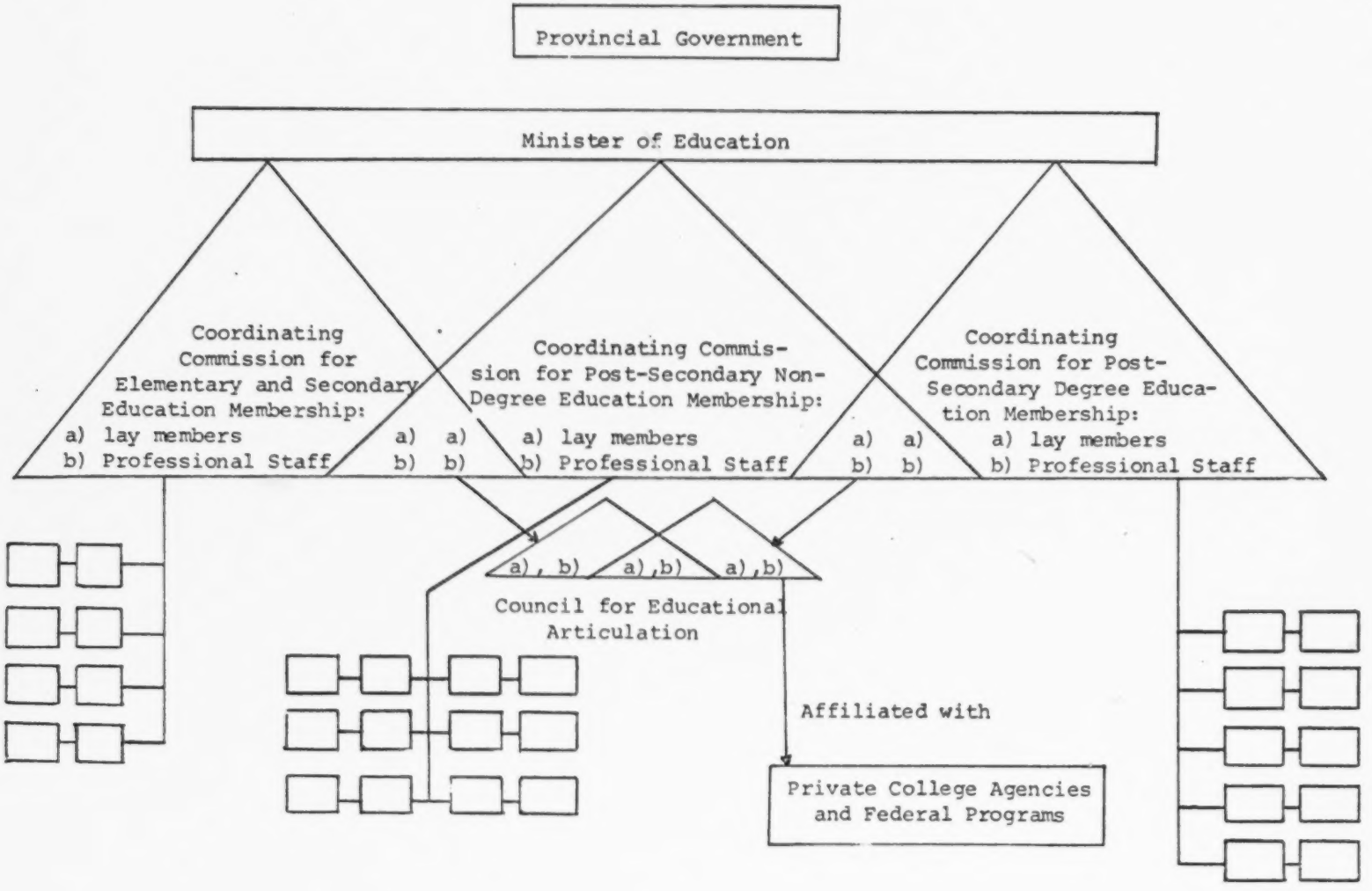
> ". . . that the Minister of Education, assisted by the deputy minister and his staff would be the member of government responsible for the entire educational program in the Province. To fulfill this responsibility, three commissions would be established: The Coordinating Commission for Elementary and Secondary Education, The Coordinating Commission for Post-Secondary Non-Degree Education, and The Coordinating Commission for Post-Secondary Degree Education." (Theimann, 1971:48).

Institutional governance would be the assigned responsibility of institutional boards of governors.

This proposal is presented in chart form as Figure 4 on page 30.

Figure 4

RECOMMENDED ORGANIZATIONAL MODEL FOR EDUCATION
IN THE PROVINCE OF ALBERTA



C. Analysis in Terms of Centralization-Decentralization

The initial analysis and appraisal of the Theimann proposal may be simplified by locating the proposal on the Organization Structure Continuum which follows as Figure 5 on page 32. For purposes of comparison, the Present Structure, and the Post-Secondary Task Force Proposal are also identified on the continuum. The Post-Secondary Task Force Proposal is discussed separately in a subsequent analysis.

Locating the Theimann proposal on this continuum reveals a significant move towards lay involvement and concurrent decentralization of institutional governance. The shift from a department of education to a commission structure for K-12 education is a significant decentralizing move as is the incorporation of the technical institutes into the commission structure for post-secondary non-university education. The proposal provides for no significant change in structure for university education and consequently registers no change for this level of education on the continuum.

D. A Summary Analysis in Terms of the Rationale for Organization

While in the preceeding discussion the existing structure for post-secondary education was examined in detail, for the sake of brevity, analysis of the Theimann proposal and others previously referred to will be provided only by using a consistency continuum chart form.

Figure 5

Theimann Proposal
Organizational Structure Continuum

oo Present Structure
xx Theimann Position Paper
-- Post-Secondary Task Force

DECENTRALIZED ⟷ CENTRALIZED

Structure Continuum / Level of Education	Complete client control based on consumer demand	Public governance of institutions. No coordination or governance of sub-systems or system	Public governance and coordination of system, sub-systems and institutions	Government co-ordination and governance of system and sub-systems. Public governance of institutions	Government co-ordination and governance of system and sub-systems. Public/ Govt. governance of institutions	Government co-ordination and governance of system and sub-system. Public governance of institutions.	Government co-ordination and governance of system and sub-system. Public/ Govt. governance of institutions	Government co-ordination and governance of total system, sub-system and institutions
K - 12	Private Suppliers No Legislated Boards oo XX --	No Government Control Elected Boards for Institutions	Elected Commission Elected Boards for Institutions	Appointed Commission Elected Boards XX	Appointed Commission Appointed Boards	Department of Education Elected Boards -- oo	Department of Education Appointed Boards	Department of Education No Boards
POST-SECONDARY NON-UNIVERSITY	Private Suppliers No Legislated Boards oo XX --	No Government Control Elected Boards for Institutions	Elected Commission Elected Boards for Institutions	Appointed Commission Elected Boards	Appointed Commission Appointed Boards oo XX --	Department of Education Elected Boards	Department of Education Appointed Boards	Department of Education No Boards oo
UNIVERSITY	Private Suppliers No Legislated Boards	No Government Control Elected Boards for Institutions	Elected Commission Elected Boards for Institutions	Appointed Commission Elected Boards	Appointed Commission Appointed Boards oo XX --	Department of Education Elected Boards	Department of Education Appointed Boards	Department of Education Nc Boards

The consistency continuum chart presented as Figure 6 on page 34 merely locates the proposal in appropriate cells to indicate the degree to which the proposal is consistent with the philosophy, goal, and organizational principles developed in Chapter 1 of this paper.

Locating the Theimann Proposal on this continuum indicates that it is relatively consistent with the adopted rationale for organization. Although there may be some question as to the effectiveness of the proposed Council for Articulation if it is to serve as a volunteer overall coordinating agency, it may nevertheless be viewed as a structural provision for coordination.

AN ANALYSIS OF THE POST-SECONDARY TASK FORCE PROPOSAL FOR THE STRUCTURE OF EDUCATION IN THE 70'S

A. The Post-Secondary Task Force Report

The Commission on Educational Planning, under the direction of Dr. W. H. Worth, formed three task forces to examine specific aspects of education. The Post-Secondary Task Force was charged with the responsibility for examining in depth the post-secondary level of education, for examining and evaluating its alternative futures, and for proposing guidelines for its development in the next decade and beyond. (Post-Secondary Task Force, 1971:1).

Figure 6: Analysis of the Theimann Proposal In Terms of Philosophy, Goal, and Organizational Principles

RATIONALE FOR ORGANIZATION	← CONSISTENCY CONTINUUM → Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.	Coordinating Commissions				
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.	Coordinating Commissions				
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.	Coordinating Commissions				
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.		Coordinating Commissions			
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.	Coordinating Commissions				
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.	Coordinating Commissions				

B. The Post-Secondary Task Force Proposal for the Structure of Education

In its Interm Report published in February, 1971, the Task Force outlined some basic considerations in proposing an organizational structure for post-secondary education and then presented a modified structure for the education system in Alberta in the decade of the 70's.

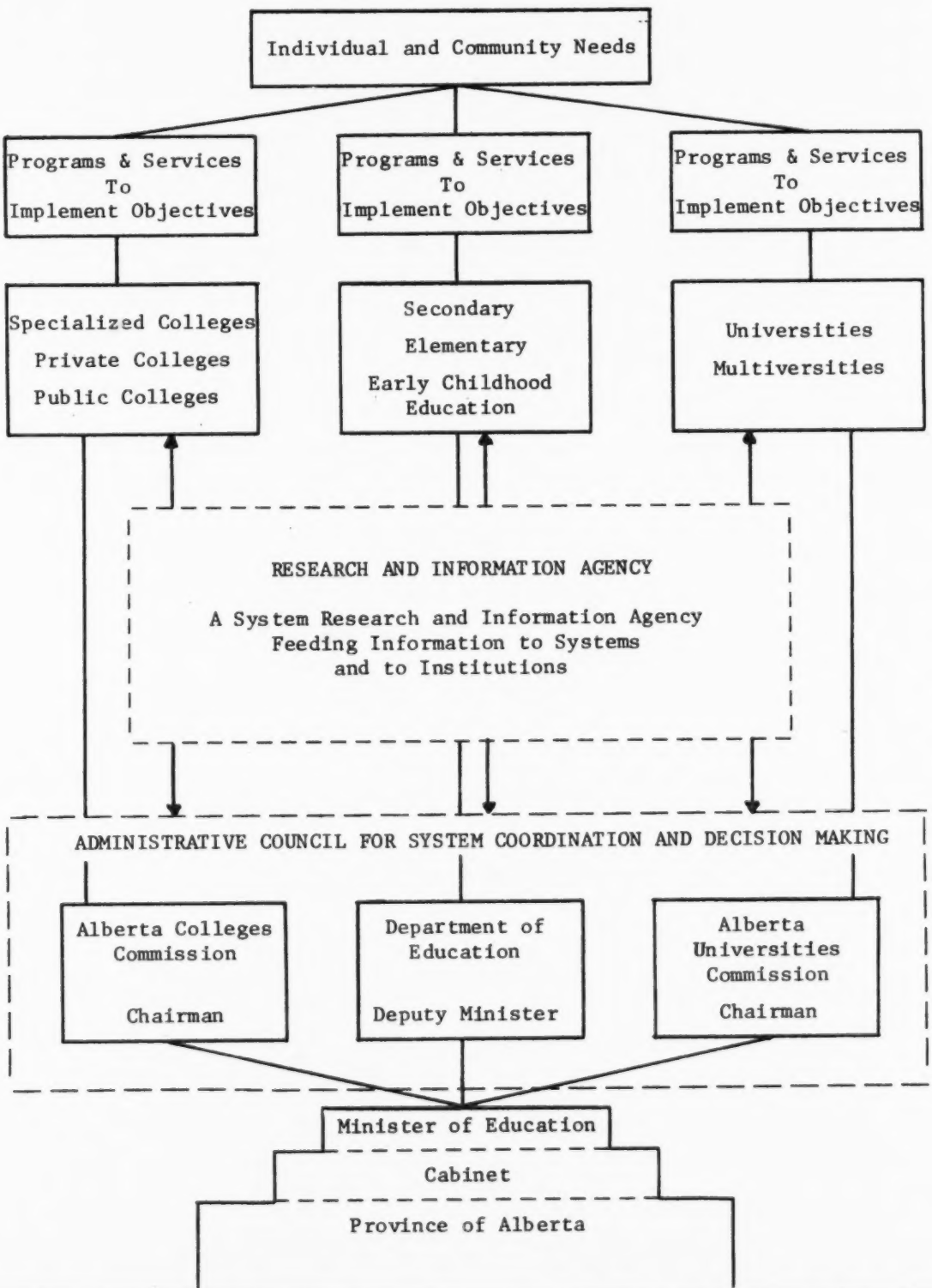
The proposed structure, presented here in chart form as Figure 7 on page 36, was designed to facilitate the coordination of education ". . . by placing all types of education under one of three branches of the Education Portfolio and by reallocating them so that they would fall under more appropriate jurisdictions." (Post-Secondary Task Force, 1971: 74).

The report strongly recommended the retention of the three types of governing and coordinating structures currently in use. The Department of Education type of structure would be applied only to pre-school, elementary and secondary education. The commission type of structure would continue to be applied to the college system and to the university system. However, the Colleges Commission would be responsible for coordinating *all* non-university post-secondary education.

In addition to retaining the three existing types of structures, the report added an Administrative Council consisting of the Deputy Minister of Education, the Chairman of the Colleges Commission, and the Chairman of the Universities Commission to ". . . coordinate the activities of the educational system as a whole." (Post-Secondary Task Force, 1971: 77).

Figure 7

Recommended Structural Modifications for Education
in the Decade of the 1970's



A further modification to the existing structure was suggested in the provision of a research capability for education in the form of a Research and Information Agency. Coordinated by a committee including as members the Minister of Education and the Director of the Human Resources Research Council as well as the Administrative Council, this agency would provide the research, alternatives, and information essential for decision-makers at all levels of the total educational system.

C. Analysis in Terms of Centralization-Decentralization

The Post-Secondary Task Force Proposal for the structure of education was identified for purposes of comparison on the Organizational Structure Continuum which appeared on page 32 as Figure 5.

The analysis of this proposal reveals that the Task Force recommended no change in terms of centralization or decentralization for either the K-12 or university level of education. However, the proposal provided for a significant shift towards decentralization at the post-secondary non-university level. By proposing a change from a department type of structure for the technical institutes, agricultural and vocational colleges, and similar educational services under the aegis of other government departments to a commission type of structure, the proposal places the governing function at the institutional governing board level and the coordinating function at the commission level. In terms of the Organizational Structure Continuum, this suggests a move towards decentralization and institutional autonomy.

D. A Summary Analysis in Terms of the Rationale for Organization

This analysis is presented in chart form as Figure 8 on page 39.

It should be noted that the analysis does not take into account that portion of the Task Force proposal which deals with the coordination and governance of the K-12 level of education.

Locating the Post-Secondary Task Force Proposal on this continuum indicates that it is relatively consistent with the adopted rationale for organization. As was indicated with reference to the Theimann proposal, the effectiveness of an administrative council for system coordination may be questionable if it is to serve as a voluntary coordinating agency. However, the proposal does provide a structure for coordination and therefore registers consistency on this continuum.

CHAPTER 2 SUMMARY

This chapter was devoted to applying the Rationale for Organization to existing and proposed structures for the organization of post-secondary education in the Province of Alberta.

The analysis of existing structures revealed considerable inconsistency with the Rationale particularly since existing structures fail to make adequate provision for system-wide coordination and for placing all educational services under the jurisdiction of a single educational agency. Inconsistency was also found between the department structure and the adopted philosophic position which requires that the products of the educational enterprise be given a direct voice in its

Figure 8: Analysis of the Post-Secondary Task Force Proposal in Terms of Philosophy, Goal, and Organizational Principles

RATIONALE FOR ORGANIZATION	◄ - - - - - - - - CONSISTENCY CONTINUUM - - - - - - - - ►				
	Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.	Commission Structure Post-Secondary				
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.	Commission Structure Post-Secondary				
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.	Commission Structure Post-Secondary				
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.		Administrative Council			
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.	Commission Structure Post-Secondary				
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.	Commission Structure Post-Secondary				

operation. The commission structure currently used to coordinate and govern colleges and universities was found to be generally consistent with the rationale.

Analysis of both the Theimann Proposal and the Post-Secondary Task Force Proposal indicated high consistency with the rationale. However, both proposals suggested a voluntary committee to serve as an overall coordinating agency. While the provision of this structure for coordination registered consistency with the rationale, there may be some doubt as to the effectiveness of a voluntary coordinating agency which does not have authority over the total system.

Chapter 3

SOME ALTERNATIVE STRUCTURES FOR GOVERNANCE AND COORDINATION OF ADVANCED EDUCATION

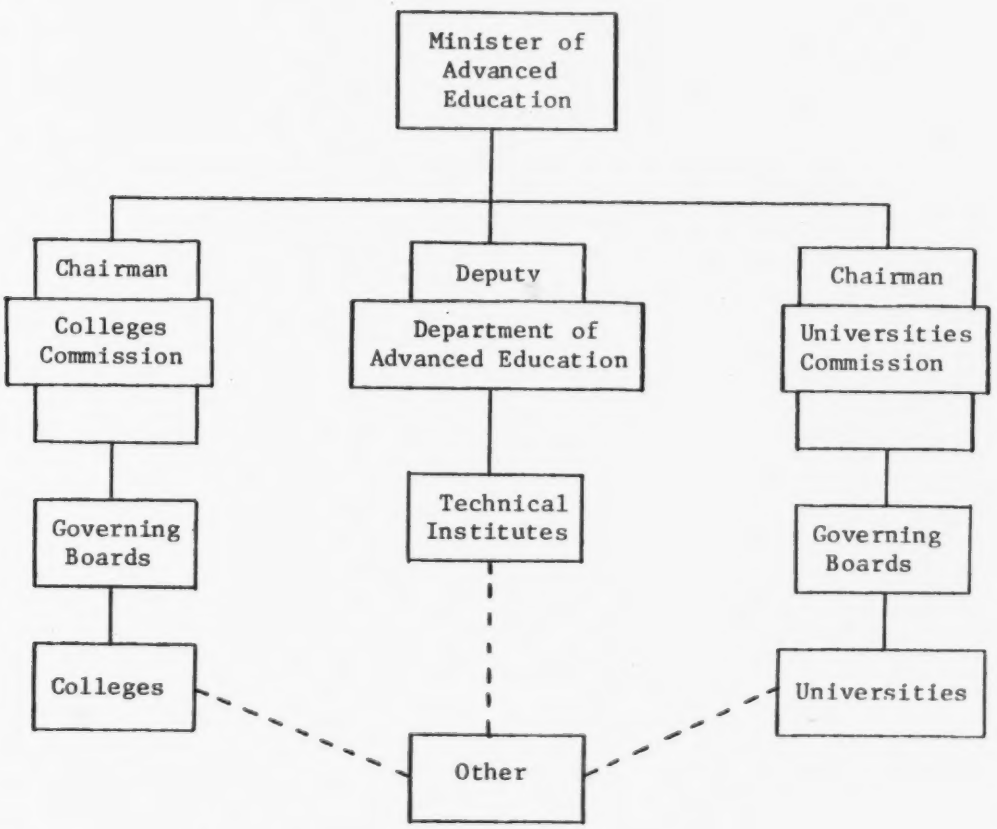
Chapter 1 of this paper developed a rationale for analysis of existing and proposed organizational structures for advanced education. Chapter 2 applied this rationale to the existing structure and to two proposals for changes in the existing structure. This chapter presents a number of alternatives for the structure of advanced education in the Province of Alberta. Each alternative is presented in chart form and is followed by a summary analysis in terms of its consistency with the previously developed philosophy, goal, and organizational principles.

The concluding chapter of this paper will present and analyse a recommended alternative for the coordination and governance of advanced education in the Province of Alberta.

Figure 9

Alternative 1

Three Subsystems for Coordinating-Governing
Advanced Education



NOTE:

1. The position of Deputy Minister may be placed in a line position so that the commission chairmen report to the Minister through the Deputy Minister.
2. The agricultural and vocational colleges, private colleges, forest technology school, apprenticeship training and other similar services are included in the "Other" category and may be assigned to any appropriate subsystem.

ALTERNATIVE 1 : ANALYSIS

Figure 10

Three Subsystems for Coordinating-Governing Advanced Education

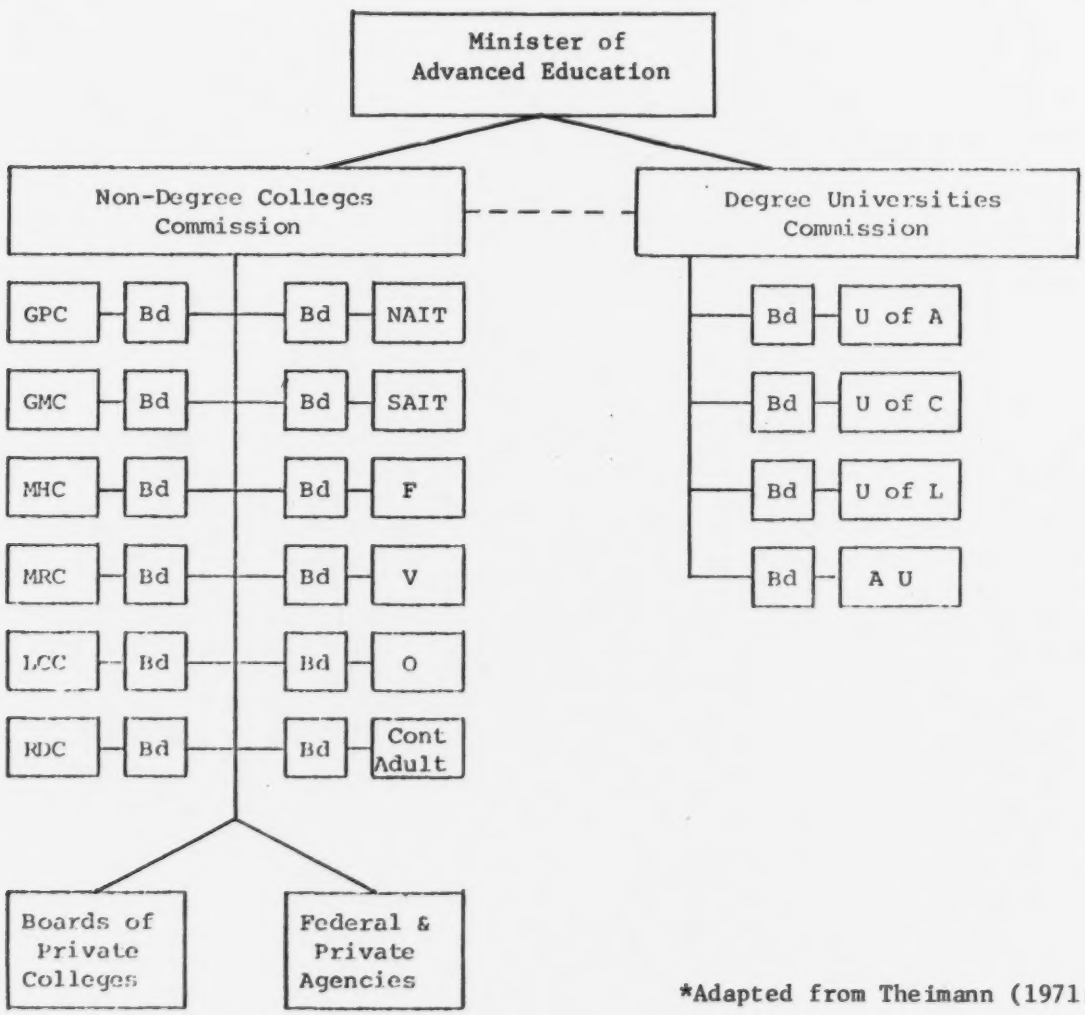
RATIONALE FOR ORGANIZATION	← CONSISTENCY CONTINUUM → Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.	Commission Structure		Department Structure		
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.	Commission Structure	Department Structure			
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which ~~are~~ highly responsive to the needs of their clients.	Commission Structure			Department Structure	
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.				Commission and Department Structure*	
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.	Commission Structure			Department Structure	
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.	Commission and Department Structure*				

*Assuming that all post-secondary education is placed under the aegis of the Minister of Advanced Education.

Figure 11

Alternative 2*

Dual Coordinating Commissions for Advanced Education
With Institutional Boards of Governors



*Adapted from Theimann (1971:42).

ALTERNATIVE 2 : ANALYSIS

Figure 12

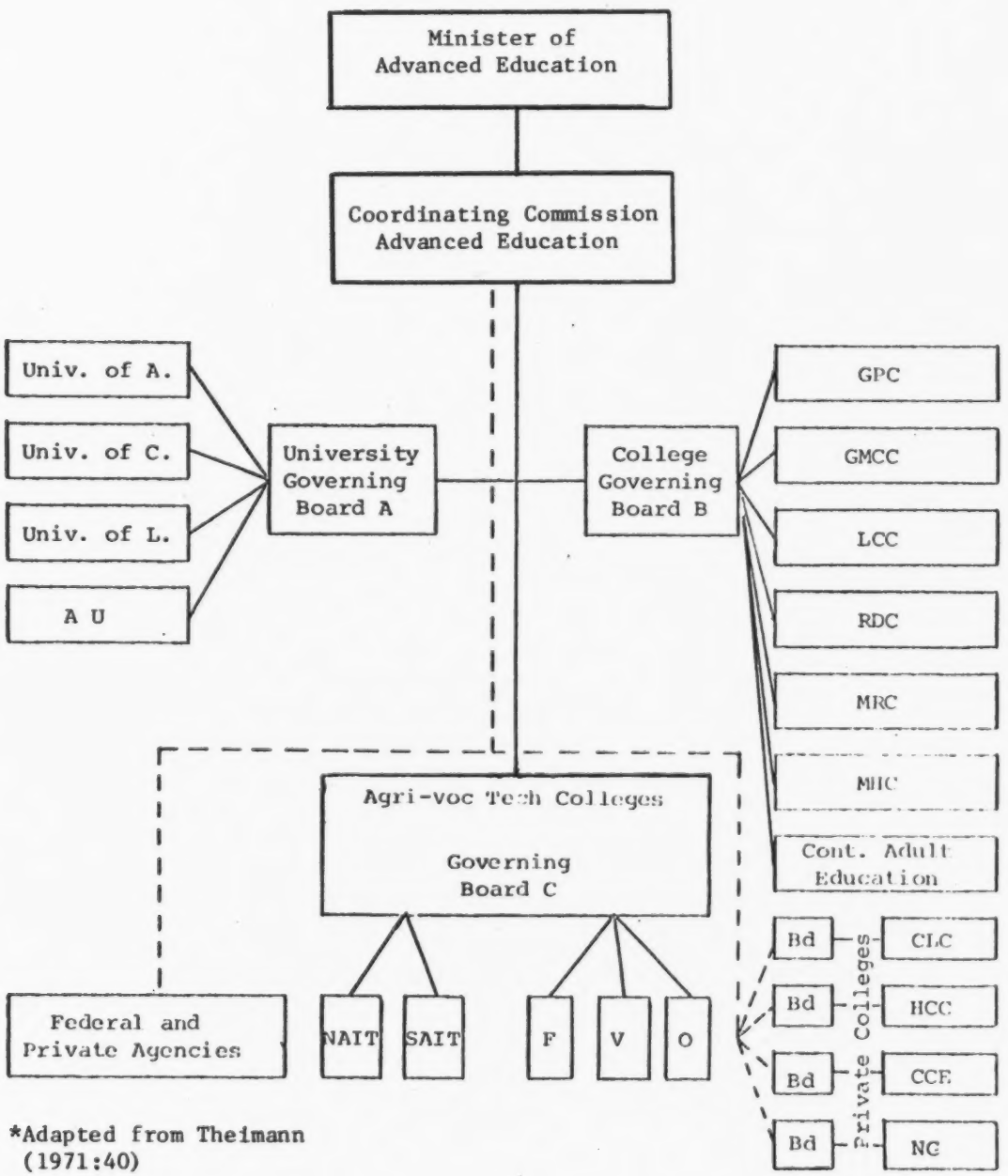
Dual Coordinating Commission for Advanced Education With Institutional Boards of Governors RATIONALE FOR ORGANIZATION	← CONSISTENCY CONTINUUM →				
	Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.	Dual Commissions				
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.	Dual Commissions				
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.	Dual Commissions				
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.			Dual Commissions		
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.	Dual Commissions				
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.	Dual Commissions				

*Assuming that all post-secondary education is placed under the aegis of the Minister of Advanced Education.

Figure 13

Alternative 3*

Single Commission for Coordinating Advanced Education
With Sub-System Coordinating Boards



*Adapted from Theimann (1971:40)

ALTERNATIVE 3 : ANALYSIS

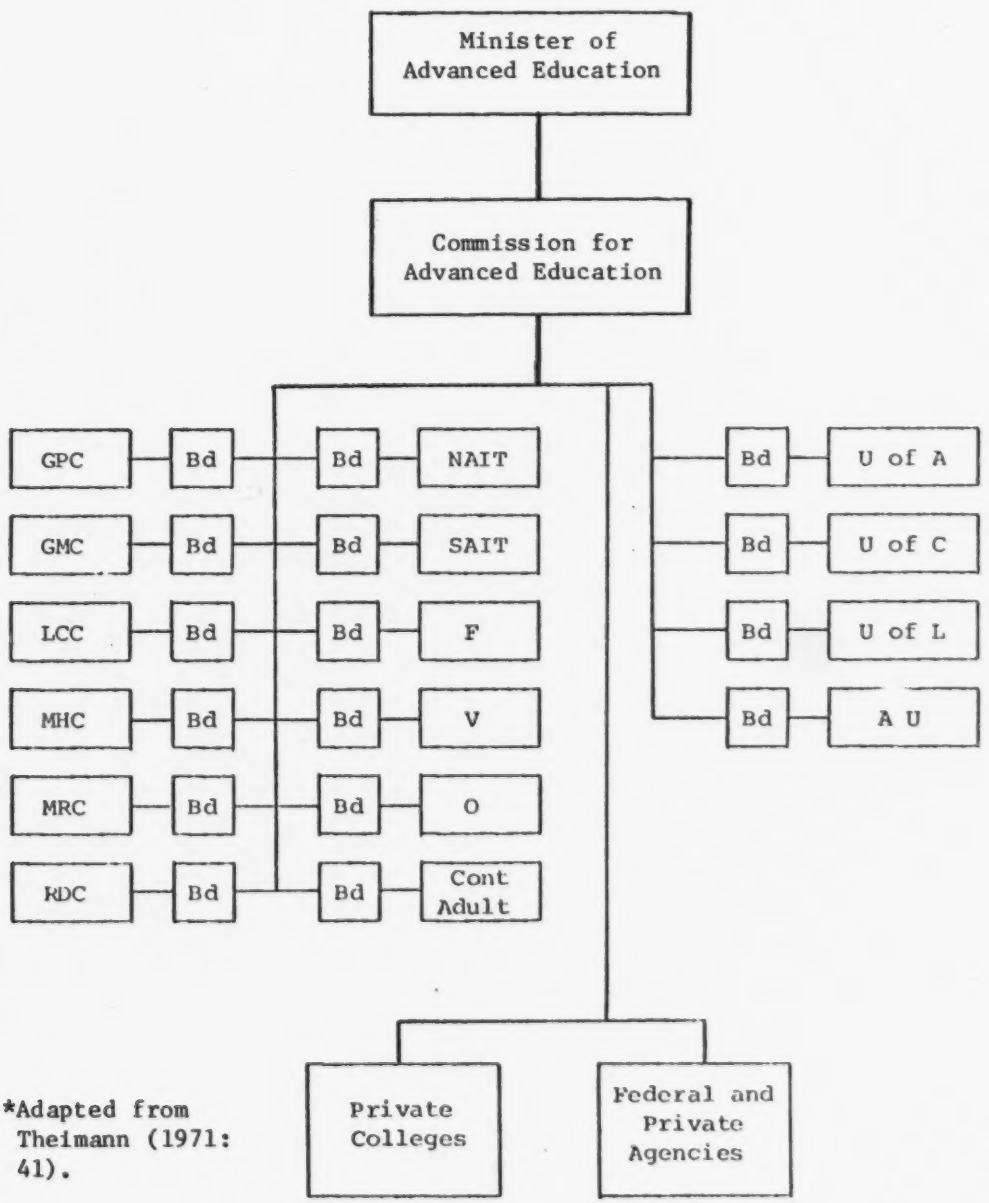
Figure 14

Single Commission for Coordinating Advanced Education With Sub-System Governing Boards RATIONALE FOR ORGANIZATION	← - - - - - - - - - CONSISTENCY CONTINUUM - - - - - - - - - →				
	Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.		Subsystem Coordinating Boards			
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.		Subsystem Coordinating Boards			
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.		Coordinating Commission			
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.	Coordinating Commission				
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.			Coordinating Commission		
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.	Coordinating Commission				

Figure 15

Alternative 4*

Single Commission for Coordinating Advanced Education
With Institutional Boards of Governors



*Adapted from Theimann (1971: 41).

Figure 16

ALTERNATIVE 4 : ANALYSIS

Single Commission for Coordinating Advanced Education With Institutional Boards of Governors RATIONALE FOR ORGANIZATION	← - - - - - - - - - CONSISTENCY CONTINUUM - - - - - - - - - →				
	Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.	Single Commission				
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.	Single Commission				
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.	Single Commission				
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.	Single Commission				
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.	Single Commission				
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.	Single Commission				

Figure 17

Alternative 5

Department Coordinating Structure With
Institutional Governing Boards and
Advisory Commissions

NOTE: Deletion of institutional governing boards changes the department into a coordinating-governing structure.

ALTERNATIVE 5 : ANALYSIS

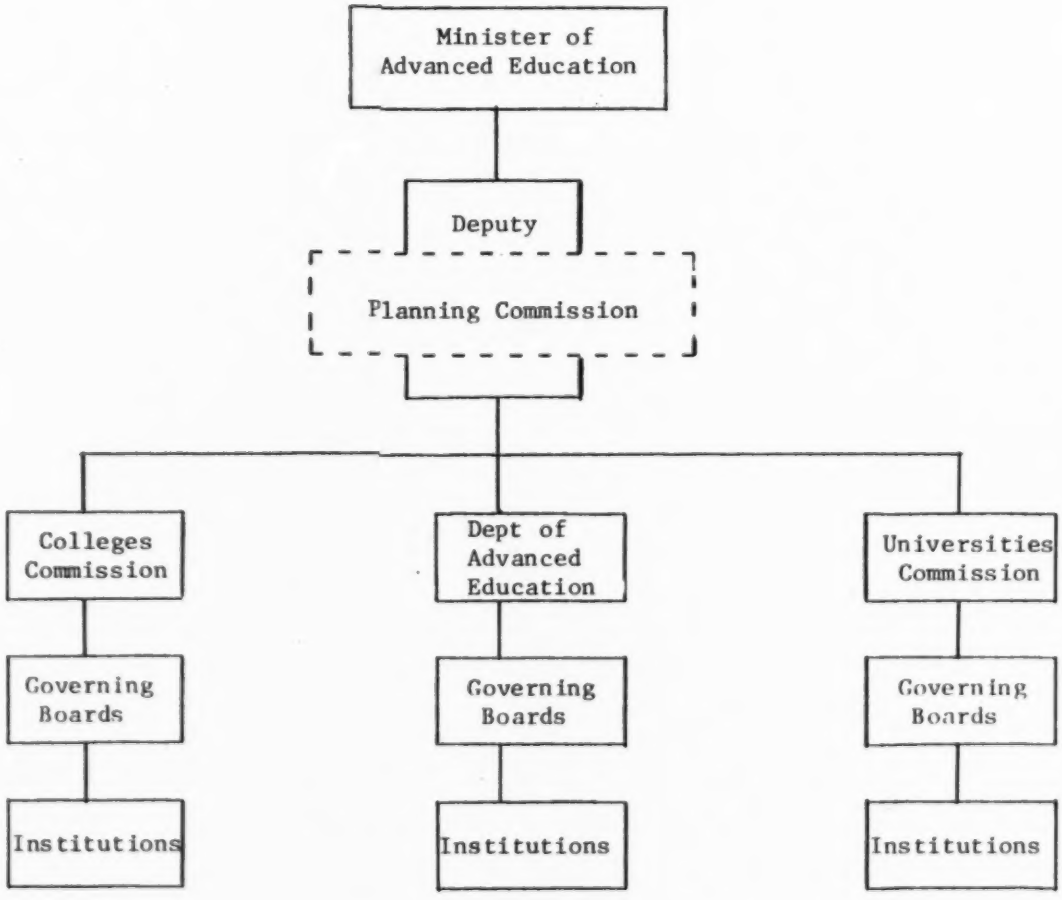
Figure 18

Department Coordinating Structure With Institutional Governing Boards and Advisory Commissions RATIONALE FOR ORGANIZATION	← - - - - - - - - - CONSISTENCY CONTINUUM - - - - - - - - - →				
	Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.	With Governing Boards		Without Governing Boards		
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.	With Governing Boards	Without Governing Boards			
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.	With Governing Boards			Without Governing Boards	
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.	Department Structure				
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.	With Governing Boards			Without Governing Boards	
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.	Department Structure				

Figure 19

Alternative 6

Planning-Coordinated System
for Advanced Education



ALTERNATIVE 6 : ANALYSIS

Figure 20

Planning-Coordinated System
For Advanced Education

RATIONALE FOR ORGANIZATION	← CONSISTENCY CONTINUUM → Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.	X				
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.	X				
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.	X				
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.	Planning Commission				
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.	X				
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.	X				

CHAPTER 3 SUMMARY

This chapter presented and analysed in summary form six alternatives for the organization of advanced education.

The alternatives were presented as vehicles for exploring preferences and for identifying implications which might otherwise be overlooked in organization. The development of these alternatives and their subsequent analyses served as the basis for developing a recommended model for organization. This model is presented in the following chapter.

Chapter 4

A RECOMMENDED ALTERNATIVE

The foregoing analyses identified five alternatives as being highly consistent with the adopted Rationale for Organization. These were (1) The Theimann Proposal; (2) the Post-Secondary Task Force Proposal; (3) the Single Coordinating Commission (Alternative 4); (4) the Department Coordinating Structure with Advisory Commissions amd Governing Boards (Alternative 5); and (5) the Planning Coordinated System (Alternative 6).

Withouth exception, the proposals which were consistent with the Rationale separated coordination and governance by providing a system coordinating agency and institutional governing boards, and provided for lay participation at both the system coordinating and institutional governing levels of the organization. Furthermore, the analyses suggested that a commission type of structure was most consistent with the adopted rationale.

The apparent consistency of the commission type of structure with the rationale does not necessarily lead to the conclusion that the department type of structure should be excluded from further consideration. Indeed, if governance and coordination can be separated and if adequate provision for lay participation can be made, it is conceivable that a modified department type of structure may be most efficient and effective in fulfilling the executive organizational functions which do not require

direct lay participation.

The recommended alternative, which is explicated on the pages following, takes into account the concepts of structural efficiency and organizational effectiveness in incorporating a number of the most desirable elements of those alternatives which were found to be consistent with the Rationale for Organization.

Structural efficiency was considered as efficient use of scarce resources in the actual governance and coordination of the system. This required that unnecessary duplication of executive, policy, and planning functions be avoided. Similarly, the duplication of either governing or coordinating organizations or agencies was avoided where it was felt that the functions performed by each agency could better be performed by a single super or sub agency.

The matter of organizational effectiveness has seldom been given adequate consideration in developing organizational structures for educational services. The practice has been for educators to assume sole responsibility for evaluating the effectiveness of their own policies and practices. The recommended model takes this matter into account by providing an avenue whereby the lay public may be involved directly in judgement of the educational process. The model also makes provision for an external professional agency to provide regular assessments of the delivery system for providing educational services.

A. An Educational Policies Commission Structure

The recommended model for the coordination and governance of advanced education is based upon the Rationale for Organization previously developed and upon consideration of the need for structural efficiency and organizational effectiveness. In addition, consideration was given to the number and extent of changes which would be required in order to implement the recommended model.

The recommended model, entitled "A Coordinating Policy Commission with Institutional Governing Boards" is presented in chart form as Figure 21 on page 58.

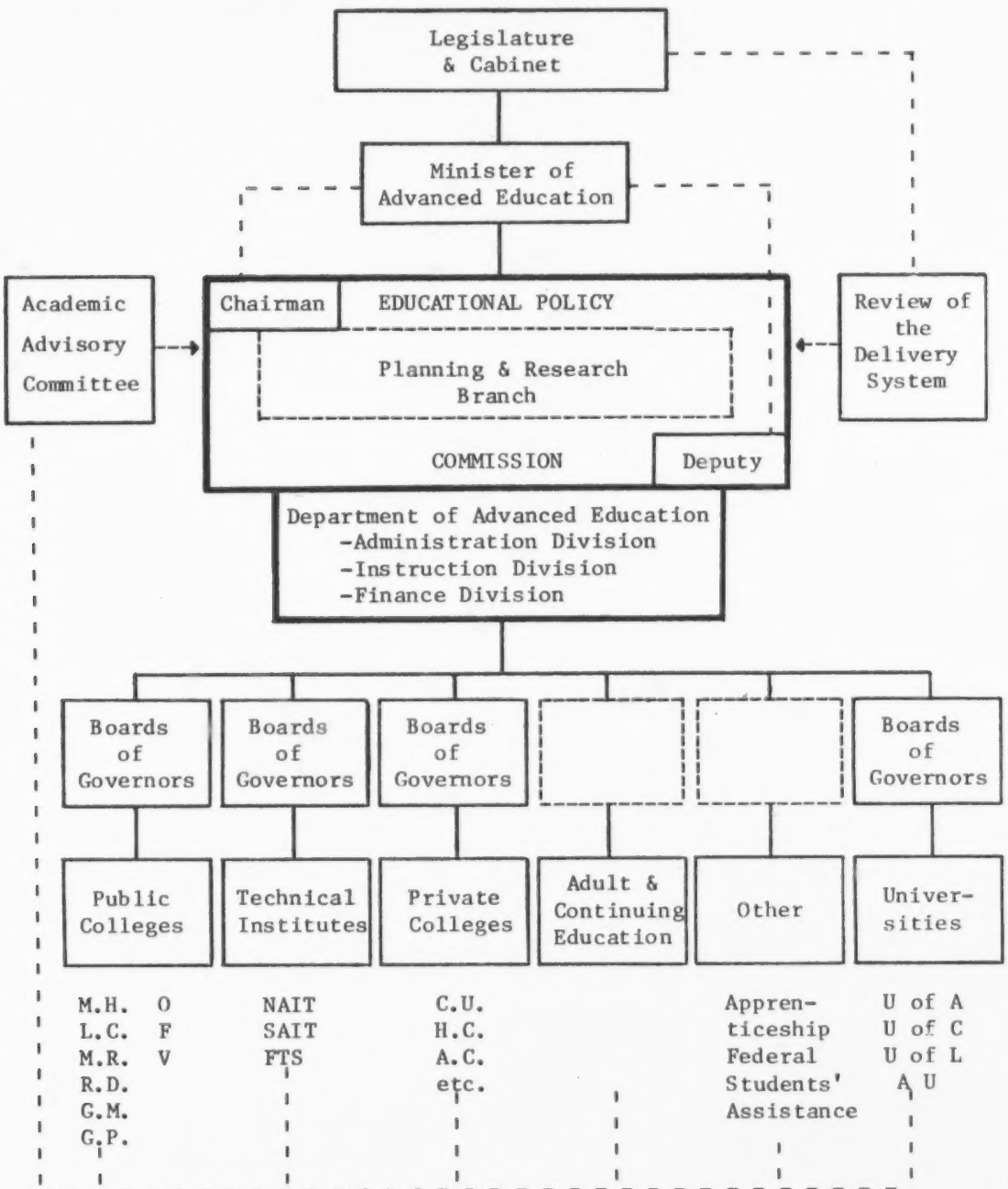
The model includes a system coordinating structure consisting of an educational policies commission having an executive arm in the form of a department of advanced education. Institutional governance is provided through boards of governors for each institution. The model also provides for a judiciary function to be performed by both the policy commission and by an external agency, and for an advisory function to be performed by the professional staff of the department and by an Academic Advisory Committee.

Planning is viewed as a major commission function and has been placed within the policy-decision making body to ensure that planning and policy decisions are closely interrelated.

1. The Educational Policies Commission. An Educational Policies Commission is proposed as a coordinating policy-decision making body. Its major concerns at the policy level will be with ensuring adequate accessibility, opportunity and supply of educational services to meet the existing and future needs of society, manpower and individual clients. To do so, it

Figure 21

A Coordinating Policy Commission with
Institutional Governing Boards



must ensure the orderly growth and development of all levels of advanced education as integral parts of a unified system.

The major functions of the Commission will be in the following areas which affect allocation of resources and overall system coordination.

a. System planning.

b. Capital and operating finance.

c. Program allocations.

d. Transferability and accreditation.

e. Establishment of new institutions.

f. Vetting and approving subsystem and institutional plans.

g. Acting as intermediary between government and institutions and among institutions.

h. Evaluating the effectiveness of organizational structures in fulfilling the intent of organization.

i. Serving as a board of appeal from the lay public, clients, professional staffs, governing boards, and department personnel with regard to the operation of the system or any of its member institutions.

The educational Policies Commission is viewed as a viable structure for providing a measure of balance between the lay public and government bureaucracy, between powerful institutions and government, and among institutions themselves.

To be successful, the Commission must be a statutory agency with specified powers rather than a voluntary association which hopefully may secure the cooperation of member institutions. While the autonomy of

institutions must be preserved, government has a legitimate role in ". . . ensuring that the public interest is adequately protected as institutional development takes place." (Berdahl, 1971:240). This situation requires that all parties involved in advanced education make certain concessions. Institutions must be willing to operate within the parameters of policy established by the Commission; government must be willing to withstand pressures from influential institutions to proceed independently; and the Commission must be prepared to *involve* member institutions in continuous long range planning.

The following requirements for an effective coordinating agency, abstracted from a recent publication entitled *Statewide Coordination of Higher Education* (Berdahl, 1971:242-249), are provided here as guidelines for developing the legislation necessary to establish the Educational Policies Commission.

a. The agency must have a strong independent staff.

b. The agency must have strong membership with a majority of public members to assure that the public interest is being safeguarded.

c. The agency must have strong academic advisory committees even though their operation may be time consuming.

d. The agency must have strong powers in planning and should be mandated to engage in comprehensive and continuous long range planning.

e. The agency must have strong powers to approve, allocate, and review programs.

f. The agency must have strong powers in review of operating

finance.

g. The agency must have strong powers in capital funding and development.

The Commission will be composed of fourteen members, nine of whom will have voting privileges and five of whom will have participatory-advisory privileges only. Recommended commission membership is as follows:

Statutory-Voting	1. Chairman 2. Deputy Minister of Advanced Education 3. Deputy Minister of Education
Appointed-Voting	4. Member of the Legislative Assembly 5. Member of the Legislative Assembly 6. Representative of the Lay Public 7. Representative of the Lay Public 8. Representative of the Lay Public 9. Representative of the Lay Public
Statutory-Advisory	10. Director of Administration 11. Director of Instruction 12. Director of Finance 13. Director of Planning 14. Representative of the Academic Advisory Committee

It should be noted that the voting membership is weighted six to three in favor of lay representation to ensure protection of the public interest. However, in balance to this weighting, statutory-advisory members are included to ensure that policy decisions are informed by current operations and professional expertise.

The inclusion of the Deputy Minister of Education as a statutory-voting member is recommended to provide a policy linkage between the Department of Advanced Education and the Department of Education.

Similarly, two members of the Legislative Assembly are recommended to serve as statutory-voting members to ensure closer linkage between system policies and general government policies.

The Commission Chairman is placed in a line position relative to the planning activities to be conducted within the Commission. His major role, in addition to ensuring that the planning mandate is fulfilled, is to provide leadership to the Commission in its deliberations, to secure the cooperation of member institutions, to ensure the effective functioning of advisory committees, to organize the flow of information to the Commission, to serve as a liaison officer with government and member institutions, and in general to oversee the work of the Commission.

The Deputy Minister is placed in a line position relative to the Department of Advanced Education. His major role is to oversee the implementation of Commission policies through the Department's activities. In effect, the Deputy Minister will serve as a voting member of the Commission and as its chief executive officer.

The Planning and Research Branch is placed within the Commission with a staff directly responsible to the Chairman. This Branch will be concerned with the functional aspects of planning and with the development of system master plans. In addition, the Branch will be responsible for the identification of alternatives and assessment of the implications and cross-impacts of each alternative. This aspect will require close communication with government, existing systems, the public, and other planning agencies. The Branch will also be responsible for developing appropriate evaluative techniques with which to monitor the system and the effectiveness of master plans.

2. The Department of Advanced Education. A Department structure is proposed in the model to perform the executive functions necessary for the implementation of policy and to provide the data bases, information, and professional expertise essential for planning and for policy decisions.

In the interest of efficiency, the suggested organization of the Department of Advanced Education is on a functional rather than subsystem basis. This avoids unnecessary duplication of functions for each subsystem and ensures intra-departmental coordination.

However, organization on a functional basis might have disadvantages in that the needs of large influential institutions might overshadow the needs of smaller, developing institutions. While the possibility of this problem materializing is reduced by the fact that the Educational Policies Commission will be mandated to develop system plans, policies, and regulations to ensure orderly and effective system growth, the need for balance must be carefully considered. The adopted organization for performing executive functions must make adequate provision to ensure that new institutions are provided the attention and support required for their development and maturation.

It is proposed that the Department be organized into three major divisions to be responsible for implementing Commission policies. Each Division will be responsible to the Deputy Minister.

The functions to be performed by the Department will fall into three broad categories: administration, instruction, and finance, and each category of functions will constitute the responsibility of a Division. For example, the Administration Division will be responsible

for the general administrative relationships with each member institution; the Instruction Division will be responsible for the regulation of program development; and the Finance Division will be responsible for the allocation and distribution of revenues within Commission policy. While this paper does not itemize the specific functions of each Division, the principles outlined in the Rationale for Organization set the parameters for determining the functions to be performed at the Department level of the organization.

3. Institutional Governance. Each institution in the system will be governed by an appointed Board of Governors who will be responsible for the operational functions of each member institution. Boards of governors will be limited to operating within the parameters of system policies in determining the operational policies of each institution, intra-institutional resource allocations, and in assuming responsibility for the general administration of the institution. These lay boards will serve to ensure institutional autonomy as well as academic freedom for students and staff. At the same time, lay participation should serve to keep the institutions adaptable to new and emerging community and societal needs.

4. Organization of Institutions. While it is beyond the scope of this paper to discuss in detail the organization of each institution, it is suggested that imposing a single structure on all institutions militates against the principle that institutions should be free to develop independently. It is recommended therefore that the Rationale for Organization developed in Chapter 1 of this paper be applied by each institution in developing its own organizational structure.

5. Advisory Committees. Little has been said up to this point about the use of advisory committees at either the system or institutional level. However, reference to the recommended model will reveal that an advisory academic committee is included at the system level in order to utilize the expertise and secure the involvement of professional staff. A similar arrangement may be desirable at the institutional board of governors level. Furthermore, the current practice of utilizing curriculum advisory committees should be continued by all institutions.

6. Review of the Delivery System. As has been stated previously, it has been the practice for educators to develop and implement policies and also to assume sole responsibility for evaluating the effectiveness of these policies. The recommended model provides for a lay commission to make similar assessments and also for an independent professional organization to provide regular reviews of the delivery system for providing educational services. This evaluative-judicial function should ensure that the organization remains flexible and adaptable to is environment.

B. Analysis in Terms of Centralization-Decentralization

Locating the recommended model on the Organizational Structure continuum presented as Figure 22 on page 66 indicates a significant move towards decentralization at the post-secondary non-university level by incorporating the technical institutes and other similarly-governed institutions into a commission type of structure. The recommended model registers no change on this continuum at the university level.

Figure 22

xx An Educational Policies Commission Structure

Educational Policies Commission
Organizational Structure Continuum

DECENTRALIZED ⟵ ⟶ CENTRALIZED

Structure Continuum / Level of Education	Complete client control based on consumer demand	Public governance of institutions. No coordination or governance of sub-systems or system	Public governance and coordination of system, sub-systems and institutions	Government co-ordination and governance of system and sub-systems. Public governance of institutions	Government co-ordination and governance of system and sub-systems. Public/ Govt. governance of institutions	Government co-ordination and governance of system and sub-system. Public governance of institutions.	Government co-ordination and governance of system and sub-system. Public/ Govt. governance of institutions	Government co-ordination and governance of total system, sub-system and institutions
K - 12	Private Suppliers No Legislated Boards	No Government Control Elected Boards for Institutions	Elected Commission Elected Boards for Institutions	Appointed Commission Elected Boards	Appointed Commission Appointed Boards	Department of Education Elected Boards	Department of Education Appointed Boards	Department of Education No Boards
POST-SECONDARY NON-UNIVERSITY	Private Suppliers No Legislated Boards XXXXXXXXXXXX	No Government Control Elected Boards for Institutions	Elected Commission Elected Boards for Institutions	Appointed Commission Elected Boards	Appointed Commission Appointed Boards XXXXXXXXXXXX	Department of Education Elected Boards	Department of Education Appointed Boards	Department of Education No Boards
UNIVERSITY	Private Suppliers No Legislated Boards	No Government Control Elected Boards for Institutions	Elected Commission Elected Boards for Institutions	Appointed Commission Elected Boards	Appointed Commission Appointed Boards XXXXXXXXXXXX	Department of Education Elected Boards	Department of Education Appointed Boards	Department of Education No Boards

C. A Summary Analysis in Terms of the Rationale For Organization

Locating the recommended model on the consistency continuum chart presented as Figure 23 on page 68 shows the model to be completely consistent with the adopted Rationale for Organization.

The model fulfills the intent of the statement of philosophy by making extensive provision for lay participation in both system coordination and institutional governance. By placing governing functions at the institutional level, the model ensures a significant measure of institutional autonomy and flexibility in meeting community needs. Coordination is provided by a single policy commission while those executive functions essential for coordination and policy implementation are performed by a functionally-organized department. The model fulfills the final principle by bringing all advanced education under the aegis of a single educational policy commission.

Figure 23

A Coordinating Policy Commission
with Institutional Governing Boards

RATIONALE FOR ORGANIZATION	◄ - - - - - - - - CONSISTENCY CONTINUUM - - - - - - - - ►				
	Completely Consistent				Not Consistent
Philosophic Position: Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot attain alone.	Policy Commission				
Goal Statement: The Advanced Education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.	Policy Commission				
Principle 1: The external system structure for advanced education must foster the development of relatively independent institutions which are highly responsive to the needs of their clients.	Policy Commission				
Principle 2: The structure for advanced education must provide the coordination necessary for the orderly growth of the system and for its efficient and effective operation.	Policy Commission				
Principle 3: The functions to be performed at the system organization level must be delimited to those functions which cannot effectively be performed at the institutional level.	Policy Commission				
Principle 4: The responsibility and authority for advanced education should be an assigned function of an agency whose primary concern is education.	Policy Commission				

CHAPTER 4 POSTSCRIPT

The recommended model represents a synthesis of a number of possible organizational structures, each of which might be applied in organizing a new system. In light of the fact that the advanced education system is an on-going organization consisting of a wide variety of institutions with varying levels of influence and at varying levels of maturation, it was considered necessary to maintain considerable continuity with existing structures. At the same time, it was considered desirable to accommodate recent organizational changes in a manner least disruptive and hopefully most effective.

The recommended model also represents a departure from traditional practice in developing organizational structures. The practice in this regard has been either to state a philosophic position and then set it aside as a bothersome task completed, or to propose a structure and then defend it on purely pragmatic grounds. The procedure followed in developing the recommended model was to state a philosophic position, extrapolate from it an educational goal and organizational principles, and then develop a consistent model for organization.

To be successfully implemented, the model requires many concessions and much cooperation on the part of everyone involved in providing services at the advanced education level. To be effective, the model must not be viewed as a final reorganization but as the first of many reorganizations. As suggested by Alvin Toffler:

> The organizational geography of super-industrial society can be expected to become increasingly kinetic, filled with turbulence and change. The more rapidly the environment changes, the shorter the life span of organizational forms. In administrative structure, just as in architectural structure, we are moving from long-enduring to temporary forms, from permanence to transience. We are moving from bureaucracy to adhocracy. (Quoted in Bogue, 1971:94).

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